UNITED NATIONS DEVELOPMENT PROGRAMME

UNDP

Distr.
RESTRICTED

DP/GC/BOT/R.1/RECOMMENDATION
30 March 1973

ORIGINAL: ENGLISH

GOVERNING COUNCIL
Sixteenth session
6-28 June 1973
Agenda item 3

COUNTRY AND INTERCOUNTRY PROGRAMMING

UNDP assistance requested by the Government of

BOTSWANA

Note by the Administrator

Programme period	IPF for Period 1972-1976
1972-1976	$5.8 million

I. Nature of the programming exercise

1. The Botswana country programme was originally scheduled for presentation to the January 1973 session of the Governing Council. It was however mutually agreed to postpone the submission to the June 1973 session in order to enable Government and UNDP officials to discuss fully the first draft of the country programme. The country programme itself is based on Botswana's 1970-1975 National Development Plan, which sets out the Government's over-all development objectives and gives detailed analyses of constraints impeding Botswana's development.

2. During the country programming exercise, there was close consultation and collaboration between the Government, the UNDP Representative and the Specialized Agencies of the United Nations system. Agency briefs and other related material were received, appreciated and incorporated, as appropriate, into the drafting of the country programme itself. The Ministry of Finance and Development Planning,

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and the UNDP office, prepared a consolidated list of projects which formed the basis of a detailed discussion in Gaborone between the Government, the UNDP offfice and representatives of the United Nations, ILO, FAO, UNESCO, ICAO, WHO, UNIDO, UNCTAD, UNHRC to determine the final content of the country programme. At the end of this discussion, the Government requested the Representative's office to undertake the preparation of the first draft of the country programme document. The final document itself was prepared following the discussions held in Gaborone on the occasion of the visit of the Assistant Administrator of UNDP and Director, Regional Bureau for Africa.

3 A number of factors have contributed positively to the country programming exercise:

(a) The active and central role played by the Ministry of Finance and Development Planning, which is the Government's co-ordinating authority for capital and technical assistance. In particular, the Ministry collaborated with the UNDP office and other ministries concerned, in conducting an evaluation of the on-going UNDP-financed projects; and co-ordinated project proposals which other ministries wished to be considered for inclusion in the country programme;

(b) The co-operation and liaison maintained by the UNDP Representative with local representatives of both bilateral and multilateral aid programmes provided appreciable co-ordination in development assistance (see examples in paragraph 8 below);

(c) The involvement of UNDP headquarters in the final stages of the country programming exercise through consultations held at headquarters by the UNDP Representative, the visit of a Government delegation headed by Dr. Q.K.J. Masire, Vice President of the Republic and Minister of Finance followed by the visit to Botswana of the Assistant Administrator of UNDP and Director of the Regional Bureau of Africa.

4. The Government circulated the draft country programme document to all organizations of the United Nations system. Generally favourable comments thereon have been received. Most of the comments have been used where relevant in the country programme document. Some of the comments concern specific projects within the country programme and will ultimately come to bear on the evaluation of such project proposals.

II. Relation of the country programme to the development plan of the Government

5. Prepared on the basis of the 1970-1975 National Development Plan, the country programme represents a comprehensive appreciation of priority needs which from the Government's viewpoint, should be met by multilateral assistance available through UNDP.

6. In the Development Plan, the key economic and social objectives are:

(a) To secure the fastest possible rate of economic growth in a manner designed to raise the living standards of the great mass of the inhabitants of Botswana;

(b) To achieve budgetary self-sufficiency in the shortest possible time consistent with rapid economic growth;

(c) To maximize the number of new job opportunities;

(d) To promote an equitable distribution of income, in particular, by reducing differentials between the urban and the rural sectors through rural development.

7. Budgetary self-sufficiency was achieved in the 1972/1973 financial year and the Government's effort is now being concentrated on rural development, diversification of agriculture and increase in per capita agricultural output, expansion of industrial and agricultural vocational training, creation of expanding employment opportunities both in the rural and urban sectors, development of natural resources, especially water and minerals, and intensification of human resources development.

8. Priority demands for development were of such magnitude in Botswana as to necessitate active co-ordination of development assistance from all sources in order to maximize its contribution to the development process. UNDP assistance has also been channelled to specific areas considered best suited by the Government to benefit from this type of mutual development effort, while development in other sectors has been left to resources from bilateral aid programmes and from multilateral sources other than UNDP. As an illustration of active co-ordination, UNDP and the Swedish International Development Agency are jointly financing projects in vocational training and water resources development while UNDP and the Danish International Development Agency are financing a health project in Gaborone. On the other hand, UNDP assistance is being used specifically to provide OPAS personnel to occupy key positions as Heads of Government Departments in Commerce and Industry, Land Utilization, Health Education, Statistics, Transport, Tourism Planning and Hydrology until such a time when nationals can take over these key positions.

9. In keeping with the Government's development objectives, the programme is heavily oriented towards the human resources, rural development and agricultural sectors(see table 1 below). It should be pointed out that past UNDP investment-oriented assistance has already made one tremendous impact in Botswana in the mining sector which has produced over $200 million investment, and the water resources development project included in the programme is also expected to generate substantial investment.

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III. Content of the country programme according to sectors and subsectors

Table 1

Sectoral breakdown of on-going and new projects

Sector	On-going projects Value ($ 000)	Per cent	New projects Value ($ 000)	Per cent	Total Value ($ 000)	Per cent
Infrastructure	563	13	70	5	633	11
Rural development and agriculture	1 333	30	281	18	1 614	27
Natural resources	423	10	657	42	1 080	18
Industry and commerce	161	4	279	18	440	8
Human resources	1 881	43	263	17	2 144	36
Total programmed	4 361	100	1 550	100	5 911	100

Note: UNDP inputs for 1972-1976 are shown in Tables 1, 2 and 3 at $5,911,000 which exceeds the approved country IPF by $110,000 (see paragraph 19)

10. As shown in Table 1, UNDP assistance contained in the country programme falls into five major sectors; and the sectoral distribution of available resources reflects fairly closely the Government's development priorities.

11. On the whole, the human resources sector commands the major emphasis, with $2,144,000 out of the total programmed resources of $5,911,000. Scarcity of skilled man-power is a major obstacle to development in Botswana. Several of the projects in this sector have a direct bearing on other economic sectors such as rural development, industry and agriculture. UNDP assistance is being directed primarily to meet the needs in these priority areas and to assist the Government to realize the crucial national objective of localizing the civil service by 1990.

12. Rural development and agriculture command 27 per cent of the programmed funds. UNDP resources are being utilized to achieve self-sustained production, improve marketing and credit facilities and create expanding and attractive employment opportunities in the rural areas. In agriculture per se, emphasis is being put on the development of the livestock sector which has for long been the mainstay of the national economy, and in agricultural diversification, increasing output, better land use management so as to achieve national self-sufficiency in production of basic foodstuffs.

13. The country programme allocates 18 per cent of the programmed resources to natural resources; of this over 70 per cent is being allocated to the large-scale Okavango project whose ultimate aim is to develop the delta as a primary water source for Botswana. The project has considerable significance to both rural development and agriculture in Northwest Botswana and to industrial development in Eastern Botswana.

14. Assistance in the sector of infrastructure, which accounts for 11 per cent of the programmed resources, is basically geared to strengthening the Government's machinery dealing with finance, development planning, statistics and management. Government departments such as Meteorology and parastatal institutions of key economic importance, such as the Water Utilities Corporation will benefit from the infrastructure allocation.

15. The industrial sector is allocated 8 per cent of the programmed funds and the orientation of this assistance is towards the creation of small industries and the development of local enterprises, especially in rural areas. This is considered vital not only for increasing the contribution of industrial production to Botswana's gross domestic product, but also for the rapid creation of employment opportunities which is a major objective in the National Development Plan.

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Table 2

Sectoral breakdown by size of project

Sector	Large-scale projects No.	Value ($ 000)	Per cent	Small-scale projects No.	Value ($ 000)	Per cent
Infrastructure	-	-	-	10	633	30
Rural development and agriculture	4	974	26	7	640	30
Natural resources	3	769	20	2	311	15
Industry and commerce	1	279	7	2	161	8
Human resources	4	1 784	47	6	360	17
Total programmed	12	3 806	100	27	2 105	100

16. Table 2 shows that about 62 per cent of programmed resources is devoted to large-scale projects; especially in the Human resources sector with emphasis on institution building, and on the Natural resources sector with emphasis on water development for agriculture and industry. In the other sectors, small-scale projects predominate and it is also in these areas that the bulk of OPAS posts is concentrated (26 per cent of programmed funds are devoted to OPAS experts).

17. On the whole, the implementation of 39 projects is foreseen during the programming period, of which only 15 will be new projects. The Government would have included far more new projects but for the financial constraint of the IPF. A list of reserve projects costing $721,000 has therefore been included in the country programme, the details of which are available in Annex III of the country programme document. Relatively few of the projects

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have investment potential, the most notable being water resources development, and projects in the industry and commerce sector are all investment-oriented.

IV. Utilization of UNDP inputs over the programming period

Table 3

Phasing of UNDP inputs over the programming period (1972-1976)

Year	Estimated UNDP inputs ($ 000)	Percentage of the planning figures a/
1972	1 103	19
1973	1 571	27
1974	1 634	28
1975	1 112	19
1976	491	9
Total UNDP inputs in programme period	5 911	102
Reserve projects	721 000	

a/ The planning figure for 1972-1976 is the approved IPF.

18. As is evident from Table 3, the estimated UNDP inputs over the years 1972-1976 show particularly heavy loading on the years 1973 and 1974. Most of the projects planned for these years have already been initiated and preparatory activities are under way for the others.

19. Total UNDP inputs for the period 1972-1976 are shown at $5,911,000, this represents a slight overprogramming of $110,000. It is, however, anticipated that slippage within the programme will even out the over-programming and result in actual total expenditure falling within the approved IPF of $5.8 million.

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20. The programmed $5.911 million is distributed over the 1972-1976 period as follows: $4.361 million or 74 per cent for on-going projects and $1.550 million or 26 per cent for new projects. No allocation has been made for the Planning Reserve due to the inadequacy of the IPF, a fact which has even produced the slight overprogramming mentioned in paragraph 19.

V. Special development problems and needs of the country

21. Development in Botswana is faced by the following constraints: the late accession to independence and the insufficient development of the country's natural resources; the lack of trained manpower; the inadequacy of available water in a semi-arid environment and, finally, the fact that it is a land-locked country. In the light of the above, and the fact that Botswana is a least developed country, the Government considers its IPF inadequate.

22. The absence of a qualified cadre of trained nationals reduces the absorptive capacity of the country and consequently makes the economy extremely dependent on foreign expertise to fill technical and professional posts. In addition, there is growing unemployment in the country since the national economy is not in a position to generate sufficient job opportunities to absorb the available labour force.

23. In a marginal physical environment like Botswana, inadequate availability of water is a serious constraint to all aspects of development, particularly agriculture and industry. UNDP and bilateral assistance is expected to continue work on the possibility of exploiting water both from the Okavango Delta and from groundwater resources, two sources about which relatively little is yet known.

24. It is already evident that Botswana is endowed with appreciable mineral resources: initial mining activities are already having a profound impact on the national economy. However, further survey work is required to identify and determine the total mineral resources; for this activity, the Government requires aid from organizations with no vested interests to assist in the survey and exploitation of these resources.

VI. Recommendation of the Administrator

25. In the light of the views expressed above, the Administrator recommends that the Governing Council

(a) Approve the proposed UNDP country programme for Botswana within the limit of its approved indicative planning figure and for the duration of its programme period; and

(b) Authorize the Administrator to proceed with appraisal and approval action on requests for assistance falling within the outlines of the country programme and calling for planned expenditures which may be contained within the approved indicative planning figure and the financial resources currently available at any given time.

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